



# **THE ACQUISITION OF GOVERNMENT PROPERTY BY DEFENSE CONTRACTORS**

**Dr. Douglas N. Goetz,  
CPPM, CF**

**Professor of Contract  
Management**



# THE PROCESS OF ACQUISITION

- It is a **CONTRACTUAL** requirement that contractors have a **PROCESS** for managing the **ACQUISITION** of **PROPERTY** that is or becomes **GOVERNMENT PROPERTY**





# A Preface - APPLICABLE VCS

- Though it is a contractual requirement that contractors use **VOLUNTARY CONSENSUS STANDARDS** or Industry Leading Practices for the **MANAGEMENT OF Government Property...**
- **THERE IS NO VOLUNTARY CONSENSUS STANDARD FOR THE ACQUISITION PROCESS**

**- AS OF TODAY.**

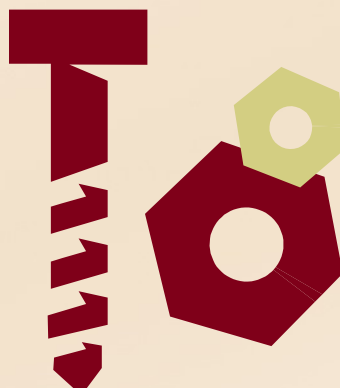
*Learn. Perform.  
Succeed.*





# THE PROCESS OF ACQUISITION

- **FAR 52.245-1(f)(1)(i) Acquisition of Property**
- **A Very Broad General Statement**
  - **The contractor shall document that all property was acquired consistent with its engineering, production planning, material control operations, and/or cost accounting disclosure statement.**



***Learn. Perform.  
Succeed.***

- **DEFINITIONS**

- **Government Property**

CONCEPT  
OF TITLE

A red arrow originates from a red circle drawn around the word "owned" in the definition below and points towards the "CONCEPT OF TITLE" box.

- means all property **owned** or **leased by the Government.**

- Government property includes **both** Government-furnished and Contractor-acquired Property.

- **DEFINITIONS**

- **Government Furnished Property**

A red line originates from the right side of the "Government Furnished Property" text, extends horizontally to the right, and then turns vertically upwards to point at a blue-bordered box.

**TITLE ALWAYS  
VESTS IN  
GOVERNMENT**

- means property in the possession of, or directly acquired by, the Government and subsequently furnished to the contractor for performance of a contract.



- **DEFINITIONS**

- **Contractor Acquired Property (CAP)**

- means property acquired, fabricated, or otherwise provided by the contractor for performing a contract and to which the **Government** has...  
**title.**



# **ACQUISITION AND TITLE ARE LINKED!**

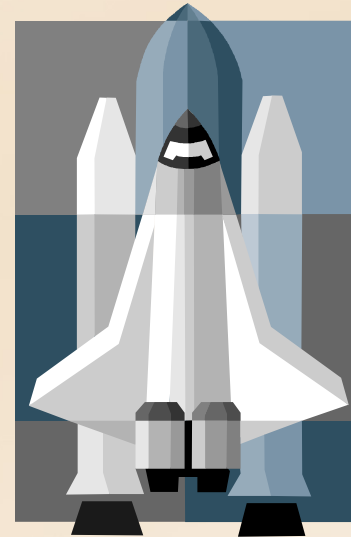
***Learn. Perform.  
Succeed.***





# **ACQUISITION OF GFP**

- **TITLE TO GFP ALWAYS VESTS IN THE GOVERNMENT**
  - **FAR 45.401**
  - **FAR 52.245-1**





# ACQUISITION OF GFP

- **GFP may come into the possession of the contractor three ways:**

- **PUSHED**
- **PULLED or**
- **TRANSFERRED**



DD Form 1348-1A ISSUE RELEASE RECEIPT DOCUMENT										FORM APPROVED OMB No. 0704-0188	
1. ORIGINATOR'S NAME AND ADDRESS 2186J9 3 EA 1 4 CC 77F 1 354 887 A										2. ISSUE PRICE 124400	
3. ISSUE DATE 99NOV23										4. ISSUE NO. N60701	
5. ISSUE PRICE 124400										6. ISSUE PRICE 124400	
7. ISSUE PRICE 124400										8. ISSUE PRICE 124400	
9. ISSUE PRICE 124400										10. ISSUE PRICE 124400	
11. ISSUE PRICE 124400										12. ISSUE PRICE 124400	
13. ISSUE PRICE 124400										14. ISSUE PRICE 124400	
15. ISSUE PRICE 124400										16. ISSUE PRICE 124400	
17. ISSUE PRICE 124400										18. ISSUE PRICE 124400	
19. ISSUE PRICE 124400										20. ISSUE PRICE 124400	
21. ISSUE PRICE 124400										22. ISSUE PRICE 124400	
23. ISSUE PRICE 124400										24. ISSUE PRICE 124400	
25. ISSUE PRICE 124400										26. ISSUE PRICE 124400	
27. ISSUE PRICE 124400										28. ISSUE PRICE 124400	
29. ISSUE PRICE 124400										30. ISSUE PRICE 124400	
31. ISSUE PRICE 124400										32. ISSUE PRICE 124400	
33. ISSUE PRICE 124400										34. ISSUE PRICE 124400	
35. ISSUE PRICE 124400										36. ISSUE PRICE 124400	
37. ISSUE PRICE 124400										38. ISSUE PRICE 124400	
39. ISSUE PRICE 124400										40. ISSUE PRICE 124400	
41. ISSUE PRICE 124400										42. ISSUE PRICE 124400	
43. ISSUE PRICE 124400										44. ISSUE PRICE 124400	
45. ISSUE PRICE 124400										46. ISSUE PRICE 124400	
47. ISSUE PRICE 124400										48. ISSUE PRICE 124400	
49. ISSUE PRICE 124400										50. ISSUE PRICE 124400	
51. ISSUE PRICE 124400										52. ISSUE PRICE 124400	
53. ISSUE PRICE 124400										54. ISSUE PRICE 124400	
55. ISSUE PRICE 124400										56. ISSUE PRICE 124400	
57. ISSUE PRICE 124400										58. ISSUE PRICE 124400	
59. ISSUE PRICE 124400										60. ISSUE PRICE 124400	
61. ISSUE PRICE 124400										62. ISSUE PRICE 124400	
63. ISSUE PRICE 124400										64. ISSUE PRICE 124400	
65. ISSUE PRICE 124400										66. ISSUE PRICE 124400	
67. ISSUE PRICE 124400										68. ISSUE PRICE 124400	
69. ISSUE PRICE 124400										70. ISSUE PRICE 124400	
71. ISSUE PRICE 124400										72. ISSUE PRICE 124400	
73. ISSUE PRICE 124400										74. ISSUE PRICE 124400	
75. ISSUE PRICE 124400										76. ISSUE PRICE 124400	
77. ISSUE PRICE 124400										78. ISSUE PRICE 124400	
79. ISSUE PRICE 124400										80. ISSUE PRICE 124400	
81. ISSUE PRICE 124400										82. ISSUE PRICE 124400	
83. ISSUE PRICE 124400										84. ISSUE PRICE 124400	
85. ISSUE PRICE 124400										86. ISSUE PRICE 124400	
87. ISSUE PRICE 124400										88. ISSUE PRICE 124400	
89. ISSUE PRICE 124400										90. ISSUE PRICE 124400	
91. ISSUE PRICE 124400										92. ISSUE PRICE 124400	
93. ISSUE PRICE 124400										94. ISSUE PRICE 124400	
95. ISSUE PRICE 124400										96. ISSUE PRICE 124400	
97. ISSUE PRICE 124400										98. ISSUE PRICE 124400	
99. ISSUE PRICE 124400										100. ISSUE PRICE 124400	

DD FORM 1348

**Learn. Perform.  
Succeed.**



# **ACQUISITION OF GFP**

- **“PUSHED” GFP**
  - **Government activities may DIRECT SHIP GFP to contractors with NO ACTIONS on the part of the Contractor.**
    - **GFP IS SPECIFIED IN THE CONTRACT**
    - **GOVERNMENT SHIPS**
    - **CONTRACTOR NEED TAKE NO ACTION TO ACQUIRE**
    - **CONTRACTOR RECEIVES PROPERTY INTO THEIR PROPERTY MANAGEMENT SYSTEM**



# **ACQUISITION OF GFP**

- **“PULLED” GFP**
  - **WHERE THE CONTRACTOR REQUISITIONS THE GFP REQUIRED FOR CONTRACT PERFORMANCE**
  - **Requisition method specified in the contract**
    - **Military Standard Requisitioning and Issuance Procedures (MILSTRIP)**
      - **DoD 4000.25-1-M**
    - **MILSTRIP MANUAL on the WEB**  
<http://www.dla.mil/j-6/dlmso/eLibrary/Manuals/MILSTRIP/Default.asp>
    - **Also FEDSTRIP**



# ACQUISITION OF GFP

- **“PULLED” GFP**

- Contractor must have the **AUTHORITY to REQUISITION GFP through the MILSTRIP SYSTEM**

Contracting Officers:  
It is **YOUR** Responsibility  
To Provide this  
Authorization.

- **REFERENCES**

- FAR PART 51
- DFARS PART 251
- PLUS THE ASSOCIATED CLAUSES



# **ACQUISITION OF GFP**

- **“PULLED” GFP**
  - **CONTRACTOR MAY BE LIMITED TO REQUISITIONING ONLY CERTAIN ITEMS OF GOVERNMENT PROPERTY THROUGH THE MILSTRIP SYSTEM**
  - **Procurement activities establish a MANAGEMENT CONTROL ACTIVITIES (MCA) to SCREEN all MILSTRIP requisitions to ensure contractor requisitions ONLY that “stuff” that is AUTHORIZED**
    - **DoD 4140.1-R, May 23, 2003 (Chapter 5.11)**
      - **<http://www.dtic.mil/whs/directives/corres/html2/p41401r.htm>**



# ACQUISITION OF GFP

- **“PULLED” GFP**

- **CONTRACTORS SHALL PROVIDE PROCEDURES TO ADDRESS THIS PROCESS IN THEIR PROPERTY MANAGEMENT SYSTEM WHERE MILSTRIP REQUISITIONS ARE AUTHORIZED.**

- **Critical aspects**

- **Force Activities Designators (FAD)**
- **Priority designators**

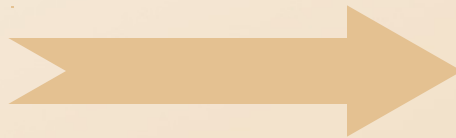
**SUGGESTION!!!  
ORDER THE DLA  
DESKBOOK**

<http://www.dla.mil/J-4/publication.asp#Customer>



# **ACQUISITION OF GFP**

- **GFP BY TRANSFER**
  - **GFP MAY COME INTO EXISTENCE BY TRANSFER OF PROPERTY FROM ONE CONTRACT TO ANOTHER**



**WARNING: THERE BE MODS HERE!**  
With all due respect to Scotty!





# **ACQUISITION OF GFP**

- **WHERE CAP IS TRANSFERRED FROM CONTRACT #1 to CONTRACT #2 - with no costs transferred - it becomes GFP to Contract # 2.**
- **BOTH CONTRACTS MUST AUTHORIZE THE TRANSFER**





# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **ACQUISITION** may take many different forms and may use many different processes:
  - Acquiring items from a vendor/subcontractor
  - Fabricating items in-house
  - Issuing items from contractor-owned stores/stock and stockrooms
  - Transfer
  - Reutilization
  - Lease (CAREFUL WITH THIS ONE - more later!)



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **PURCHASE** from Vendor
  - Contractor issues a P.O. or Subcontract with a vendor or supplier
- **ISSUANCE** from Stock
  - Contractor may already have an item in his/her stockroom and may issue it and use it on the contract.



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **FABRICATED** PROPERTY

- Though not specifically called out as such the **GOVERNMENT** takes title to property that is **FABRICATED** under cost reimbursement type contracts

- E.g., parts machined from raw materials
    - Special tooling fabricated in the contractor's tool shop.



*Learn. Perform.  
Succeed.*





# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TRANSFER** of Property
  - Contractor may use a system to move property, generally material, from one contract to another **WITH ITS ASSOCIATED COSTS**, i.e., generally crediting the losing contract and debiting the gaining contract.
  - The Material Management Accounting System (More on this later)
    - DFARS 242.72 and
    - DFARS 252.242-7004



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **LEASING OF PROPERTY**

- If a contractor **LEASES** property (Even under a Cost Reimbursement contract, it **DOES NOT** become **Government Property**.
  - If the **CONTRACTOR leases property**, that property is bound by the terms and conditions of the Lease - and the “LESSOR” still retains title to it!
  - If the **GOVERNMENT leases the property**, then the Government **TASKS** the Contractor to **MANAGE** that property as GFP - because the contractor has an obligation to return it to the Government, and the Government to return it to the LESSOR.



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- ALL ACQUISITIONS **MUST** BE SUPPORTED BY A VALID NEED OR REQUIREMENT. Some Examples:
  - Engineering Requirements in **R&D**
  - Bill of Material (BOM), Material requirements list (MRL), Drawings or Blueprints in a **Production** setting
  - Contractual Unit requirements in an **O&M or Services** setting
- When a contractor acquires an item or items there must be supporting documentation for that item/asset and its NEED/REQUIREMENT in and for performing the contractually required work



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TITLE TO CAP IS DRIVEN BY MULTIPLE FACTORS:**
  - **TYPE OF CONTRACT**
  - **COST PRINCIPLES**
  - **COST ACCOUNTING STANDARDS**
  - **CONTRACTOR'S ACCOUNTING POLICIES AND PROCEDURES**







# **CONTRACTOR ACQUIRED PROPERTY (CAP)**

- **TYPES OF CONTRACTS**
- **TWO BROAD PRICING ARRANGEMENT**

A yellow scroll graphic with a black outline, featuring a rolled-up top edge and a small circular detail at the bottom left corner.

**FIXED  
PRICE**

A yellow scroll graphic with a black outline, featuring a rolled-up top edge and a small circular detail at the bottom left corner.

**COST  
REIMB.**

- **PLUS LOTS OF VARIANTS**



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TITLE TO PROPERTY UNDER FIXED PRICE CONTRACTS**
  - Generally **CONTRACTORS** retain title to **ALL** property Acquired under FIXED PRICE CONTRACTS
  - The Government only obtains title to the DELIVERABLE END ITEM specified in the contract through Contract Line Item Numbers (CLIN)

NOTE: Financing Provisions have an impact on title





# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TITLE TO PROPERTY UNDER FIXED PRICE CONTRACTS**
    - If there is a **CLIN** directing the contractor to acquire **MATERIAL**, FOR THE GOVERNMENT, as a **DIRECT ITEM OF COST**
    - **TITLE VESTS in the GOVERNMENT:**
      - **VENDOR's DELIVERY**
    - **TITLE to all other material vests in the GOVERNMENT**
      - **Issuance of Material**
      - **Commencement of Processing of Material or its use**
- Learn: Reimbursement of the cost,  
Succeed* • **Whichever comes first!**



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TITLE TO PROPERTY UNDER FIXED PRICE CONTRACTS**
  - **TITLE** to each item of
  - **EQUIPMENT, SPECIAL TEST EQUIPMENT & SPECIAL TOOLING**
  - **ACQUIRED** by the **CONTRACTOR**
  - **FOR THE GOVERNMENT**
  - shall pass to and **VEST in the GOVERNMENT** when:
    - Its USE COMMENCES or
    - When the Government has PAID for it,
    - Whichever is earlier,
    - Whether or not title previously vested in the Government.



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TITLE TO PROPERTY UNDER  
COST REIMBURSEMENT  
CONTRACTS**

- **TITLE to ALL PROPERTY**  
purchased by the contractor for which the  
contractor is
  - **ENTITLED** to be **REIMBURSED** as a
  - **DIRECT ITEM OF COST** shall pass to and
  - **VEST IN THE GOVERNMENT** upon
  - **VENDOR'S DELIVERY**



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- **TITLE TO PROPERTY UNDER  
COST REIMBURSEMENT  
CONTRACTS**

- **TITLE to ALL OTHER PROPERTY**
- **The cost of which is reimbursable to the contract, shall pass to and vest in the GOVERNMENT upon -**
  - **Issuance of Material**
  - **Commencement of Processing of Material or its use**
  - **Reimbursement of the cost,**
  - **Whichever comes first!**



# CONTRACTOR ACQUIRED PROPERTY (CAP)

- What does ENTITLED to be REIMBURSED mean???
- Cost must be:
  - REASONABLE
  - ALLOCABLE and
  - ALLOWABLE

**FAR PART 31**



# **REASONABLE**

- **FAR 31.201-3**
  - (a) A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person in the conduct of competitive business.

**REASONABLE  
PRUDENT PERSON**

**COMPETITIVE  
BUSINESS**



# **REASONABLE**

- **Reasonableness can be determined by the Terms and conditions of the Contract**
  - Items specifically called out to be acquired
- **Reasonableness can be determined by reviewing drawings, blueprints, bills of material, or other documents showing:**
  - Need of the item
  - Quantity needed
- **Contract requirements**



- **FAR 31.201-4**
  - **A cost is allocable if it is assignable or chargeable to one or more cost objectives on the basis of relative benefits received or other equitable relationship.**





# ALLOWABLE

- **FAR 31.201-2**
  - (a) A cost is allowable only when the cost complies with all of the following requirements:
    - (1) Reasonableness.
    - (2) Allocability.
    - (3) **Standards promulgated by the CAS Board**, if applicable; otherwise, **generally accepted accounting principles** and practices appropriate to the circumstances.
    - (4) Terms of the contract.
    - (5) Any limitations set forth in this subpart.



# **COST ACCOUNTING STANDARDS**

- **DEFINITION**

- **The set of RULES on cost accounting for Government contracts which were promulgated by the Cost Accounting standards Board**
  - » **Government Contracts Guidebook**
  - » **Arnavas and Ruberry**
- **<http://www.whitehouse.gov/OMB/procurement/casb.html>**



# **COST ACCOUNTING STANDARDS**

- **30.101 Cost Accounting Standards.**
  - (a) Public Law 100-679 (41 U.S.C. 422) requires certain contractors and subcontractors to comply with Cost Accounting Standards (CAS) and to disclose in writing and follow consistently their cost accounting practices.
- **30.201-4 Contract clauses.**
  - (a) Cost accounting standards.
    - (1) The contracting officer shall insert the clause at FAR 52.230-2, Cost Accounting Standards, in negotiated contracts



# COST ACCOUNTING STANDARDS

- **COST ACCOUNTING STANDARDS AFFECT THE WAY CONTRACTORS CAN CHARGE US FOR PROPERTY**

- For example - whether or not contractor direct charge us for “GENERAL PURPOSE EQUIPMENT”

- **CAS 402 - CONSISTENCY**

- Kitchen English...
    - BUY Like Item,
    - USE for Like Purpose,
    - THEN KR MUST CHARGE in Like FASHION



- [http://farsite.hill.af.mil/reghtml/regs/far2afmcfars/fardfars/far/FARapndx1.htm#P1185\\_222409](http://farsite.hill.af.mil/reghtml/regs/far2afmcfars/fardfars/far/FARapndx1.htm#P1185_222409)

*Learn. Perform.  
Succeed.*



# **COST ACCOUNTING STANDARDS**

- One needs to have ACCESS TO and READ and UNDERSTAND the contractor's Disclosure Statement
  - CASB-DS-1 FORM
  - [http://www.whitehouse.gov/OMB/procurement/casb\\_ds-1.pdf](http://www.whitehouse.gov/OMB/procurement/casb_ds-1.pdf)
  - [http://farsite.hill.af.mil/reghtml/regs/far2afmcfars/fardfars/far/FARapndx1.htm#P332\\_70916](http://farsite.hill.af.mil/reghtml/regs/far2afmcfars/fardfars/far/FARapndx1.htm#P332_70916)
- Do a Search on Google for “Cost Accounting Standards Disclosure Statements”
  - Lots of hits
    - <http://www.utah.edu/govacct/d1.htm>
    - <http://www.rgs.uky.edu/ospa/cas/dsmc.pdf>
    - [http://research.uiowa.edu/dsp/main/downloads/ds2\\_rev1.pdf](http://research.uiowa.edu/dsp/main/downloads/ds2_rev1.pdf)

*Learn. Perform.  
Succeed.*

# APPROVALS

- **DOES THE CONTRACTOR REQUIRE APPROVAL PRIOR TO ACQUIRING PROPERTY FOR THE GOVERNMENT?**
  - **GENERALLY NO!**
  - **BUT SOMETIMES MAYBE!**







# APPROVALS

- **FAR 52.244-2 SUBCONTRACTS CLAUSE**
  - If the contractor **DOES NOT** have an **approved Purchasing System**, consent to subcontractor is **required** for **ANY SUBCONTRACT** that
    - Is Cost Reimbursement
    - Is FP and exceeds the Simplified Acquisition Threshold or 5% of the total cost of the contract.
      - FAR 52.244-2(c)
  - Or any items specified in the contract
    - FAR 52.244-(3)



# Government Property Administrator's ACTIONS

- If PA finds items that he/she believes are not allowable, the PA shall notify the ACO and request review by the ACO and the COGNIZANT DCAA Auditor for compliance with the contractor's Disclosure statement and CAS applicability.
- PA may also recommend to the ACO **DISALLOWANCE** of the **REIMBURSEMENT** OF THE COST for the item.





# OTHER CONCERNS

- **TITLE TO PROPERTY CHARGED INDIRECT**
  - There is some debate raging from a tax standpoint that says the Government has title to Property Charged through overhead/indirect
  - TODAY, we do NOT manage indirect charged property as Government Property for purposes of the Government Property Clause.



# REFERENCES

- **Federal Acquisition Regulations - Current Version**
- **Purchasing and Materials Management. Dobler, Burt and Lee. 1990. McGraw Hill.**
- **The Purchasing Handbook. Fearon, Dobler and Killen. 1993. McGraw Hill.**
- **Government Contracts Guidebook. Arnavas. West Publications. 2005**
- **The Standard Property Book. The National Property Management Association, 1999.**



# CONTACT INFO

- **If you got Questions about Government Property... I got answers (Maybe, hopefully, probably)!!!**
  - **Dr. Douglas N. Good**
  - **GPDOCTOR@ATT.N**
  - **937-878-6680**

